

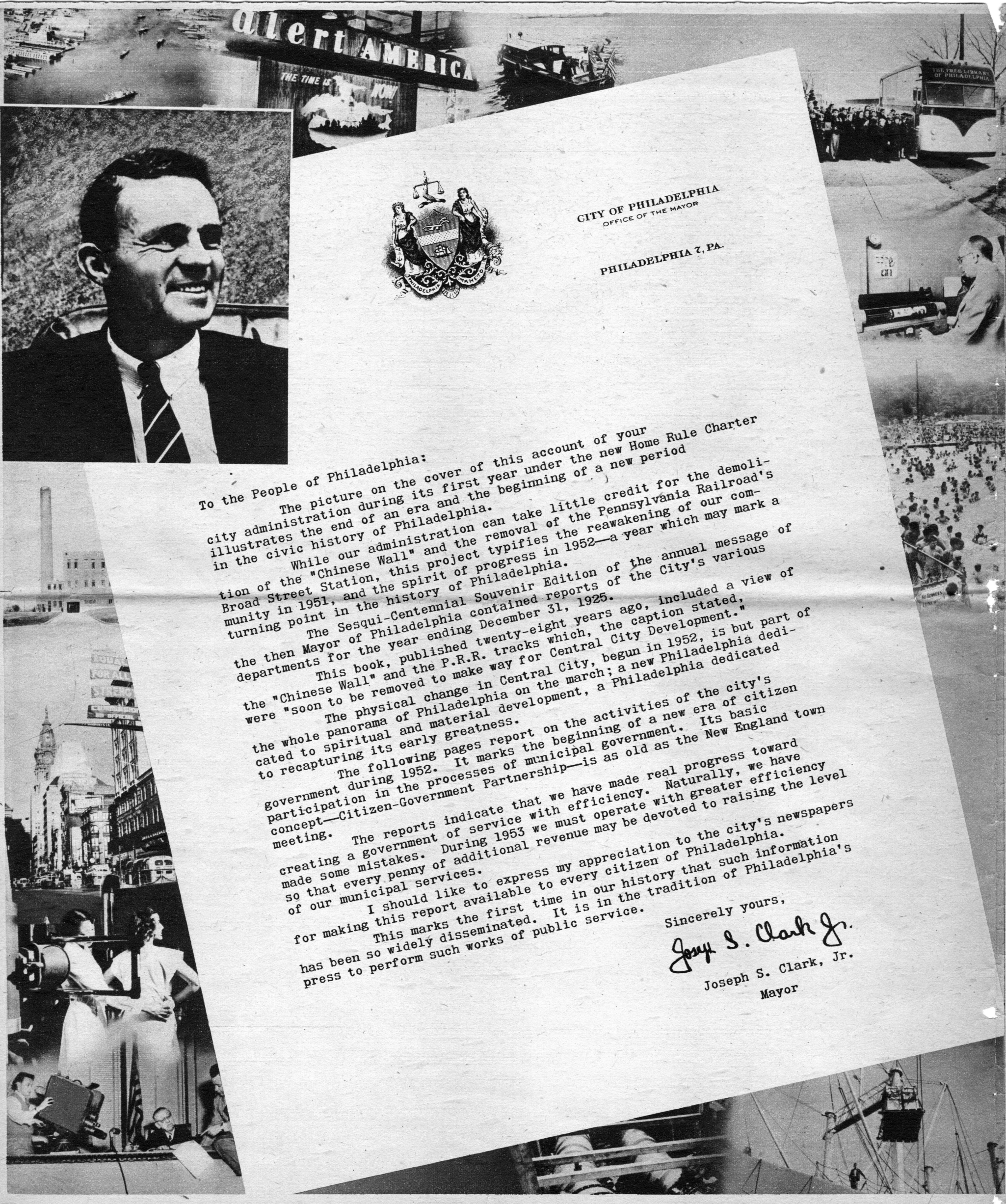
Turning Point

1952



SECTION OF
The Philadelphia Inquirer

MAY 10, 1953



CITY OF PHILADELPHIA
OFFICE OF THE MAYOR

PHILADELPHIA 7, PA.

To the People of Philadelphia:

The picture on the cover of this account of your city administration during its first year under the new Home Rule Charter illustrates the end of an era and the beginning of a new period in the civic history of Philadelphia.

While our administration can take little credit for the demolition of the "Chinese Wall" and the removal of the Pennsylvania Railroad's Broad Street Station, this project typifies the reawakening of our community in 1951, and the spirit of progress in 1952—a year which may mark a turning point in the history of Philadelphia.

The Sesqui-Centennial Souvenir Edition of the annual message of the then Mayor of Philadelphia contained reports of the City's various departments for the year ending December 31, 1925.

This book, published twenty-eight years ago, included a view of the "Chinese Wall" and the P.R.R. tracks which, the caption stated, were "soon to be removed to make way for Central City Development."

The physical change in Central City, begun in 1952, is but part of the whole panorama of Philadelphia on the march; a new Philadelphia dedicated to spiritual and material development, a Philadelphia dedicated to recapturing its early greatness.

The following pages report on the activities of the city's government during 1952. It marks the beginning of a new era of citizen participation in the processes of municipal government. Its basic concept—Citizen-Government Partnership—is as old as the New England town meeting.

The reports indicate that we have made real progress toward creating a government of service with efficiency. Naturally, we have made some mistakes. During 1953 we must operate with greater efficiency so that every penny of additional revenue may be devoted to raising the level of our municipal services.

I should like to express my appreciation to the city's newspapers for making this report available to every citizen of Philadelphia.

This marks the first time in our history that such information has been so widely disseminated. It is in the tradition of Philadelphia's press to perform such works of public service.

Sincerely yours,

Joseph S. Clark Jr.
Joseph S. Clark, Jr.
Mayor

Putting the Charter to Work...

THE ROLE OF THE MAYOR'S OFFICE

AS demolition of Broad Street Station and the "Chinese Wall" removed ancient barriers to the city's progress, so the Home Rule Charter swept away many of the long-standing obstacles to good government in Philadelphia. And as razing of the station and the Wall offered an unrivaled opportunity for redevelopment of the center city, the Charter presented the chance to build a new and better governmental structure.

At year's end, substantial progress had been made toward realization of both objectives. But much remained to be done.

The Charter outlined the provisions which would modernize the municipal machinery and make possible efficient local government. It also provided for increased citizen participation in the processes of governing, and for continuing public scrutiny of the city's operations.

It remained for the new administration, taking office on January 7, 1952, to translate these provisions into policies and actions which would carry out the spirit and the letter of the Charter.

Although the new city officials inherited the shiny new tools of administration as represented by the Charter and City-County Consolidation legislation, they also were bequeathed some major headaches. The administration found itself in the position of a man who inherits a house which has been allowed to deteriorate for 67 years. Long-deferred maintenance and slovenly housekeeping had piled up fiscal and administrative problems.

Budget Trouble

Not the least of these difficulties was a budget which could most charitably be called unrealistic. Its appropriations failed by many millions to provide for the expenditures anticipated in the same budget.

One outstanding example of the "shortchanging" procedure affected virtually the entire municipal structure. The outgoing Council approved a 40-hour week for approximately one-third of the city employees, but appropriated only \$1,500,000 to meet the cost.

The administration, emphasizing that it supported the principle of the 40-hour week, met the problem head-on with the flat assertion that it was impossible to institute it in 1952 without an increase in taxes to raise the necessary funds. At the first official meeting of the new Administrative Board, the regulation was voided. At the same time, Mayor Clark pledged that the 40-hour week would be placed in effect for all employees "as soon as possible," and set January 1, 1953, as the target date.

Throughout the year, studies of the effect the shorter work schedule would have on each department, and its total cost, were carried out. The 1953 budget includes an appropriation of \$2,512,342 to put the 40-hour week into effect for all municipal employees with the exception of the policemen, firemen and park guards.

These and other accumulated problems complicated the task of reorganizing the government in line with the Charter's provisions and improv-

ing the City's services. They made a difficult task much more difficult.

A major portion of the burden fell upon the Mayor, of course. Under the Charter, the chief executive of the city possesses wider administrative powers. He becomes more of a "working mayor" and less of a "greeter." In fact, his ceremonial duties are delegated by the Charter to an official City Representative.

In his inaugural address, Mayor Clark listed the major objectives of the administration. Among them were the building of a police department free from politics; establishment of a real merit system for the selection and promotion of city workers; the improvement and expansion of public health services; development of a new concept of recreational services, cultural as well as physical, with facilities for the old as well as for the young; stimulation of business and commerce; creation of an adequate Civil Defense organization, and the formulation of a public improvement program which would continue the material growth of the city without jeopardizing its financial structure.

Significant strides toward those goals were achieved. The departmental accounts on the following pages explain how they were accomplished and, in some cases, what steps still must be taken before the ultimate aim is reached.

Spotlight on Mayor

In most of these activities the vital role of the Mayor's Office — formulation of policy, coordination of efforts by various departments or agencies, support of essential legislation — attracted little public attention. Occasionally, however, the spotlight was turned upon the Mayor as the spokesman for the city.

This was true in the fight against the Philadelphia Transportation Company's request for fare increases, and again when a "wildcat" strike of PTC employees threatened to produce a prolonged tie-up of the city's transportation systems.

It was the Mayor, too, who spearheaded the drive for Congressional approval of the Delaware River Port Authority legislation in its original form when it appeared certain that the Authority's value was about to be destroyed by the enactment of crippling amendments.

Another trip to Washington resulted in the re-establishment of trans-Atlantic air service from International Airport, a major step in the campaign for more adequate air schedules and service.

Throughout the year, the Mayor led the fight for complete and final realization of the objectives of City-County Consolidation. He directed the

struggle, legal and verbal, against those who sought to preserve the outmoded, expensive and inefficient system of dual government.

Charter provisions placed the major responsibility for developing citizen participation in government upon the Mayor. In this field the accomplishments recorded in 1952 left little to be desired.

With public-spirited citizens staffing the 28 boards and commissions set up by the Charter, the community's best brains were brought to bear on the problems facing the city. Their inclusion on policy-making boards helped establish a fresh and unbiased approach to many long-standing problems, and stimulated public interest in and understanding of the municipal processes. They proved of invaluable assistance in developing the business-like approach to governmental operations.

"Gripes" Invited

The "goldfish bowl" policy of conducting all city business in the open, while designed primarily to assure an end to government "from smoke-filled rooms," also served to increase interest in the city's activities. Television and radio — regularly scheduled programs and spot appearances — were utilized to obtain the widest possible dissemination of information on administration plans, problems and policies.

Establishment of the Mayor's Office for Information and Complaints created an essential link between the citizen and his city government. One of the most popular of the new administration's innovations, it changed "Tell It To The Hall" from a cynical phrase to a sound bit of advice.

Far more than an information booth, it provides a central point to which any Philadelphian may bring any question or complaint concerning municipal services. It is set up and staffed to provide the necessary answer or action.

The first day of operation brought about 150 visitors and 200 telephone inquiries, and the volume increased steadily until at year's end the office was handling about 550 questions or complaints per day. On numerous occasions, the staff goes far beyond the line of duty to answer bizarre requests.

The importance of the office, however, lies in its activity as a contact point between the citizen and his government; its assurance that he will receive a fair and impartial hearing "at the Hall," and the encouragement it offers to the citizen to voice his opinion with the knowledge that it will be heard and, possibly, heeded.

In combination with other municipal information services, the office provides a two-way channel of information between citizen and government. It makes it possible for the Mayor to fulfill his inaugural pledge that the administration would be sensitive to the voice of the people; that no policies would be instituted until the citizens had a chance to study them and voice their opinions.

Many momentous changes took place in Philadelphia in 1952. They are perhaps best symbolized by the fact that no longer is there a policeman on guard at the door to the Mayor's Office.

SERVICE FOR CITIZENS . . .

is yardstick for Successful City Government

The average citizen, as well as many a student of municipal government, is inclined to measure his city's government by the service he receives. If the trash gets collected on time and without too much damage to his trash can; if the hole in the street gets fixed before his car breaks a spring; if the cop on the beat is reassuringly in evidence—then City Hall is doing its job.

These tasks, and many others, are entrusted to ten aptly-named "service departments" in Philadelphia's governmental structure. They are the Departments of Police, Fire, Health, Recreation, Welfare, Property, Water, Streets, Records and Licenses and Inspections.

Inevitably, their operations overlap and intertwine. If the Recreation Department plans a new swimming pool, it may pose a problem for the Water Department; if the Department of Streets is making major repairs to a well-traveled highway, the Police Department may be called upon to supply extra officers to keep traffic moving.

The overlapping responsibilities of the departments resulted frequently in duplication of effort, in the past. Close contact between departments often generated friction, and in most cases the sole arbiter for any difference of opinion was the Mayor. There was no real coordination of effort toward a common goal. In an attempt to remedy these difficulties, the framers of the Charter created the position of Managing Director, a brand new high-ranking administrative office.

Under the Charter, the Managing Director is charged with supervision and coordination of the activities of the service departments and the boards and commissions attached to those departments. He is a member of the Mayor's cabinet and the Administrative Board.

Office of the MANAGING DIRECTOR

Robert K. Sawyer, Managing Director

First job for the new office was supervision of the reorganization of the city's services in line with the requirements of the Charter. The reorganization involved physical and administrative transfers of functions and personnel, such as the formation of the Department of Licenses and Inspection by the transfer of functions from nine different departments. Despite the inevitable difficulties and complications, the transfer of old bureaus to new departments and new functions was accomplished by July 1, 1952.

At the same time, the office aimed at the expansion and improvement of services to the extent possible under financial limitations. Two of the best-known results of the increased coordination between departments during the year were:

1. Development of a successful weather-emergency plan through which citizens and city agencies are warned of approaching snowstorms or other hazardous weather conditions. In every snowstorm, city workers were on the job as the first flakes fell, and there was no repetition of the historic traffic tangle of Dec. 14, 1951.

2. Intensive studies of traffic conditions resulted in a ban on center-city parking during the Christmas holiday season. Its success established a basis for permanent parking restrictions and has attracted nationwide attention.

The heads of the service departments started the year with budgets which would have resulted in deficits of almost five million dollars—exclusive of the loss which would have been incurred by the institution of the 40-hour week—if past practices and policies had been followed. They tightened up administrative and operating procedures, however, and closed their 1952 books without incurring any deficit.

In order to provide the commissioners of the service departments with expert administrative aid, a Management Section was set up within the office. The section conducted numerous surveys and studies needed to provide a basis for intelligent action in meeting problems encountered by the various departments.

Another task of the section was the establishment and development of channels of information between the service departments and the Managing Director, so that the office constantly is aware of the progress of departmental work programs and any bottlenecks which need clearing.

The section also devoted considerable time to assisting the various departments in the preparation of their operating and capital budgets for 1953 with a view to providing more and better service in the coming year.



FIRE DEPARTMENT

FRANK L. McNAMEE, Commissioner

The transformation of the old Bureau of Fire into a full-fledged department involved much more than a mere administrative reorganization. It included important changes in fire-fighting techniques; the relocation of fire stations in more strategic centers of population; an active and continuing campaign for fire prevention, and the purchase of new equipment to cope with major emergencies.

The department adopted a new policy of sounding an increased number of extra alarms to summon additional equipment, particularly in highly congested areas or where in the judgment of commanding officers such equipment should be at the scene for precautionary measures. This has resulted in less damage to property from both fire and water.

Cognizant of the possible danger to life and property from falling aircraft or from huge motor cargo transports carrying chemical or other highly volatile products, the department secured specialized equipment and initiated special training courses.

Picked groups of Philadelphia firemen were sent to the Naval Air Station at Pomona, N. J., for one-week courses in the techniques of fighting aircraft fires and in crash rescue work.

Early in the year a committee of qualified fire officers made a comprehensive survey of the city to determine the need for new fire stations, the relocation of fire stations, merging of stations, and the abandonment of such stations no longer needed.

As a result of this study, the first such project in the history of the city's fire-fighting forces, the department consolidated several truck companies with engine companies to reduce maintenance costs of separate stations.

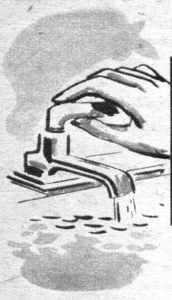
During 1952, the department dedicated a new training school at Ridge Avenue and Cinnaminson Lane, and inaugurated a new "in-service training" program in which the personnel of a complete engine and truck unit report at the school weekly for both an intensive refresher course and training in the latest methods and techniques. A seven-week course is provided for new recruits.

The department formed a Citizens' Advisory Committee on Fire Prevention to coordinate the city's new program of fire prevention activities and stepped up enforcement of the Fire Prevention Code through inspection of all mercantile establishments, all multiple-occupancy dwellings, churches, community clubs, taverns, restaurants, super-markets and all places of public assembly.

At the same time investigation of the origin of fires was intensified. At the opening of the campaign 59 percent of the fires in Philadelphia were listed as "cause undetermined." This figure was reduced to 15 percent.

The fire prevention unit, in cooperation with the Citizens' group, developed the most comprehensive Fire Prevention Week program ever conducted here. It also established a speaker's bureau which filled over 300 engagements for schools, clubs and associations throughout the city. A reserve fire force of 1500 men was recruited and semi-weekly training classes were established.

During the year, the Department responded to 24,062 alarms, of which 13,988 were actual fires; 5,512 were for other department operations; 3,472 were false alarms, and 964 were "unnecessary" alarms.



WATER DEPARTMENT

SAMUEL S. BAXTER, Commissioner

Philadelphia's drinking water received an unconditional certification of approval by the United States Public Health Service in December, 1952, for the first time in seven years. Approval had been only conditional since 1945.

News of the accomplishment, spelling success for a ten-year program of water works improvements, moved a nationally-known comedian to wire the Water Department:

"Congratulations. This is great for your citizens but it ruins one of my oldest and favorite gag targets."

Although the notice of approval added that Philadelphia's efforts to improve its water supply had exceeded the recommendations of the USPHS, the program for improving quality, taste and odor continues. While the

day-to-day struggle to eliminate impurities without making the water unpalatable is carried on at existing installations, new facilities are under construction to assure further improvements.

Philadelphia is faced with a problem of quantity as well as quality. Increased demands due to industrial expansion and new residential construction were spotlighted by the all-time high consumption record set on June 26, 1952, when Philadelphians used 482,900,000 gallons of water. The difficulty is really one of pumping and filtration capacity rather than raw water supply, and is complicated by the necessity for the extension of mains to outlying areas where new construction is heaviest. The capital improvement program is designed to keep pace with increasing demands.

In addition to providing water for domestic, industrial and fire-fighting purposes, the Department is responsible for disposing of the "used" water and any additional water which arrives in the form of snow or rain. These disposal functions are lumped generally under the heading of sewerage, sewage disposal and flood control.

Capital improvement projects call for complete reconstruction of many sewers, including the Mill Creek sewer in West Philadelphia.

The new Northeast Sewage Treatment Works was placed in full operation during 1952, and construction work continued on the extensive sewage treatment program at the new Southeast and Southwest works. Numerous large projects for the construction of intercepting sewers, necessary to comply with State orders to end river pollution, were placed under contract.

The provision of the Charter that the Water Depart-

ment should be "self-supporting" means simply that the department's finances are placed on virtually the same basis as those of a privately-owned utility.

Separate funds for water and sewer operations are set up within the city's financial structure. Water rates must be set at a level which will cover the expense of providing the water, so that the water users pay the full cost of the service. Similarly, sewer rents must provide income sufficient to cover the cost of that service.

In the past, when Water Department expenses were met by appropriations from the general fund, rates bore little relation to costs, and the department's annual "deficit" was assessed against the taxpayer without regard for how much water he used.

Setting up the new system on a realistic basis involved some interesting bookkeeping changes. The Water Fund, for instance, includes in its expenses a charge for its share of "office rent" for department headquarters in City Hall Annex. On the other hand, it includes as "income" a charge against the Fire Department for the water used in fighting fires. This latter item, appearing as an expense charge in the Fire Department's budget, also assures that the full cost of fire protection is indicated clearly and that all taxpayers—instead of only those who pay water rent—share in paying for the water used by the firemen.

During the year the groundwork was laid for a program of "universal metering"—installation of meters throughout the city—to eliminate inequities between water rates paid by property-owners with meters and those who are charged on the basis of the number of fixtures on their property.

DEPARTMENT OF PUBLIC WELFARE



RANDOLPH E. WISE, Commissioner

Care of the city's helpless children and equally helpless aged is entrusted to the Department of Public Welfare, which also has general supervision over the House of Correction.

Extraneous services, such as recreation, were stripped from the department by the Charter, leaving its personnel free to concentrate on the improvement of welfare services.

Immediate efforts to raise the professional level of the staff and rectify some of the worst conditions at

municipal institutions have begun to show positive results. Cooperation of the courts and private welfare agencies was enlisted to develop a coordinated program of care for the helpless.

The extent of the problem faced by the department was highlighted by the survey conducted by the Health and Welfare Council, under a grant from the Seybert Foundation, of the 5000 children's cases in the department's files. The study, completed early in 1953, disclosed that 847 either had died or had been discharged by the agencies with which they had been placed by the department. It also revealed that mental defectives committed to the department's care have been waiting for as long as 32 years for admission to institutions.

A new system of child care was worked out to assure that children come into and move out of the department's care according to a well-prepared and thought out plan.

The first steps were taken toward a logical separation of the physical or mentally ill from the other residents of the Home for the Indigent. In cooperation with the city's Department of Health and the State's Department of Welfare, an agreement was worked out for the exchange of certain types of mental patients between Philadelphia General Hospital, State institutions and the Home for the Indigent. The ultimate aim of this arrangement is to

provide better care for those patients formerly housed at the Home, and relieve Philadelphia General Hospital of chronic patients in order to make room for acutely ill patients requiring short-term treatment.

Improvement of physical facilities was undertaken, with the development of a long-range plan for use of the Home. The capital improvement program, approved by City Council, calls for the construction during 1953 of eight cottages with 50 to 75 beds each. Perhaps less important, but symbolic of the department's approach to its duties, was the changing of the name of the Home to "Riverview."

At the House of Correction, the new approach was reflected in a relaxation of visiting rules and a tightening of release procedures. The number of visitors doubled under the new system, and the increased contact with friends and family proved an important aid in rehabilitation of inmates.

"Special releases," formerly issued indiscriminately by magistrates, were banned unless the prisoner's past record and prospects for the future seemed to indicate he was unlikely to return. This step has made a substantial reduction in the number of "repeaters" who formerly returned to the House of Correction year after year.



POLICE DEPARTMENT

THOMAS J. GIBBONS, Commissioner

Philadelphia's police force in 1952 was freed from the political interference which for many years had handcuffed conscientious law enforcement officers and subjected the police to ridicule and abuse which too often was well-deserved.

Policemen today have been assured that they can rise to any rank in the Department on the basis of ability alone. Several "spot promotions" for exceptional police work in 1952 illustrated the new opportunities for the policeman.

Under the Charter, the old Bureau of Police was elevated to the status of a department and now operates independently with considerable latitude in framing its own policies and procedures. The prescribed function of the

department, of course, is to preserve public peace and safety by the prevention or detection of crime and the apprehension of law breakers. In addition, by constant patrolling and inspection of public areas, the modern police force often is enabled to render assistance to citizens in distress.

In 1952, many bold steps were taken to enable Philadelphia's Police Department to improve its performance of these essential duties.

Policemen were assigned to districts away from their home neighborhoods lest sentiment and friendship overrule their desire to do the best possible job.

The Vice Squad, which for many years had been charged with the task of eliminating vice and gambling, was abolished. Commanders in each police district were given the responsibility of cleaning up their areas and keeping them that way. Thus, the temptation open to members of such a powerful police unit in the matter of graft and bribes was eliminated completely.

A study of possible realignment of foot and motorized beats to obtain maximum protection from available personnel led to the institution of a pilot project in one of the more active police districts. The experiment proved so successful that the program was adopted throughout the city in 1953.

During the Christmas and New Year holiday season the Highway Patrol carried on a spot-check campaign against drinking drivers, aimed primarily at catching them before they got into trouble—and before they got into their cars, if possible. Well publicized in advance, the drive resulted in fewer arrests for driving under the influence of alcohol than had been recorded for many years, despite

the fact that many more motorists were halted.

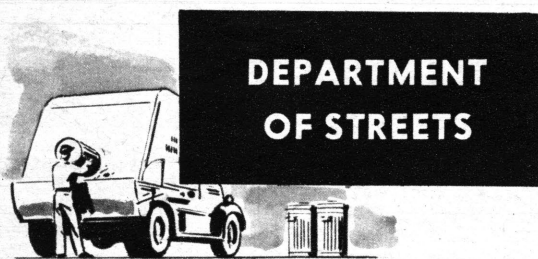
For many years, one of the danger spots in the city has been the subway concourse. Purse snatching, mashing and other petty crimes made the area unsafe for pedestrians, especially at night. Regular 24-hour patrols were established in these passageways, resulting in several arrests.

In order to relieve professional policemen from the duty of guarding school crossings, 439 women have been employed as crossing guards. The number of guarded crossings has been increased, while police protection has been improved through the release of patrolmen for other duties.

Though sentimentalists among the public and the Police Department as well manifested their disappointment, the corps of mounted policemen was done away with and their horses retired to pasture. The "mounties" were a luxury the city no longer could afford if the taxpayer was to receive full value for the money he paid for police services.

During the year careful surveys indicated that two police divisions, two districts and one detective subdivision could be eliminated in the interest of efficiency and economy. These consolidations actually resulted in better protection for the areas involved, as "desk men" were freed for active duty.

Cooperating in the Civil Defense program, the department made every effort to recruit auxiliary police and to train them. A police inspector was detached from his regular duties to concentrate upon this work, and police station houses were made available for recruiting and instruction.



PAUL MacMURRAY, Commissioner

Activities of the Department of Streets touch the lives of each Philadelphian almost daily. Of all the city's departments and agencies, it has perhaps the most diversified list of duties.

The lamplighter in the mid-city alleys and the engineer who plots the location of the newest mercury vapor lights; the garbage collector and the incinerator superintendent; the street cleaner and the highway designer; the man painting traffic lane lines on Broad Street and the traffic engineer; the surveyor and bridge designer—all are employees of the Department of Streets.

During 1952 the Department made substantial improvements in traffic control and flow, particularly through the institution of the reversible one-way movement on West River Drive in Fairmount Park and extending the restriction of parking on principal highways throughout the city during morning and evening rush hours.

In cooperation with other city departments, a temporary

ban on mid-city parking was imposed during the Christmas holiday season and the new Highway Weather Emergency Plan was developed and placed in operation.

The roadway marking program was extended and enlarged, and more than 5170 parking meters were put into operation.

In a program to eliminate all gas street lights by 1960 and to modernize all electric street lighting in the next ten years, 2030 lights were installed in 1952. Installation of mercury vapor lights on Broad Street was completed to Lehigh Avenue, and on Erie Avenue from Front Street to Kensington Avenue.

Plans for the Chestnut Street to Market Street section of the Independence Mall Project and for removal of the "Chinese Wall" were prepared in cooperation with the State Highway Department and Pennsylvania Railroad.

Planning for construction of the Schuylkill Expressway advanced to the stage of preparing construction drawings for the section from City Avenue to Arch Street and for connections with 30th Street Plaza. General alignment plans for connections with Roosevelt Boulevard and Vine Street were completed, together with the last section of the Expressway from Arch Street to University Avenue. The latter portions are on the Capital Program for future years.

The department's Sanitation Division, working with several other city agencies, achieved considerable improvement in the condition of dump areas during the year, eliminating the burning of garbage on the dumps and night burning. Twenty-two of the 28 private dump operators acquired equipment for controlled burning, and many particularly objectionable materials, such as residual oils, now are buried instead of being burned.

Further progress in the battle against air pollution was achieved when the Southeast incinerator at Seventh Street and Pattison Avenue was completed and placed in operation on a 24-hour basis. A contract also was awarded for the preparation of plans for enlarging and remodeling the Harrowgate and Bartram incinerators.

Another cooperative venture involving a number of departments resulted in the long-overdue clean-up of the Dock Street and Ninth Street markets.

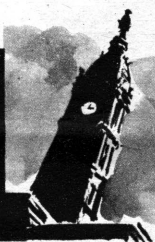
The division also began rerouting of its collection forces and adopted the use of modern, closed compactor trucks. Funds provided in the budget will permit the purchase of 82 such trucks and will virtually eliminate horse-drawn equipment in the center-city area.

A Safety Educational and Informational program was established in cooperation with a group of civic-minded citizens who formed the Citizens Highway Safety Board to assist in conducting safety campaigns at no cost to the city. Community support was enlisted for drives in behalf of pedestrian safety, voluntary driving examinations and observance of traffic regulations.

The traffic toll for 1952 was 157 fatalities—an appalling total but still a decrease from the 166 deaths recorded in 1951. Pedestrian deaths totaled 97, lowest number in the past 25 years.

The department cooperated with the Chamber of Commerce in the Clean-Up, Paint-Up, Fix-Up campaign which was instrumental in securing for the City of Philadelphia the national Cleanest Town Award for cities of over 500,000 population for the sixth consecutive year. The City also received the Ernest T. Trigg Memorial Award for the cleanest city regardless of population.

DEPARTMENT OF PUBLIC PROPERTY



N. WARREN BENEDETTO, Commissioner

The Department of Public Property is one of the essential but little-known segments of the municipal machinery which exist primarily to serve the other departments and agencies of the city, rather than the public.

Like the Procurement Department and the Records Department, its value to the taxpayer lies in its ability to assist other departments in carrying out their functions efficiently and economically. Operating largely behind the scenes, it serves the departments which directly serve the public.

Responsible for the maintenance of all municipal buildings, the department in 1952 faced a series of problems

accumulated over the years through inadequate appropriations for maintenance. Fire stations and police stations, in particular, had been shamefully neglected.

The major headache, of course, is City Hall itself. A survey early in the year indicated that it would cost approximately \$4,500,000 to place the building in "livable" condition.

Many improvements in the Hall, a large proportion of them apparent to any visitor, have been made during the year. Dark and dingy offices have been renovated, hallways have been cleaned and kept clean, and fresh paint has made its appearance in spots untouched by a brush for years.

The department also placed the City Hall Tower elevator back in operation after a lapse of 10 years, renewing the popular tours to the foot of William Penn's statue.

In addition, the department is charged with maintaining all city automobiles and other vehicles; installs, operates and maintains all city-owned electrical equipment; supervises all engineering activities encompassing city-owned transit facilities and structures; has responsibility for custodial services, communication, messenger and elevator personnel; operates the city car pool; supervises the operation of lessees of city facilities for the production and transmission of gas, electricity and steam;

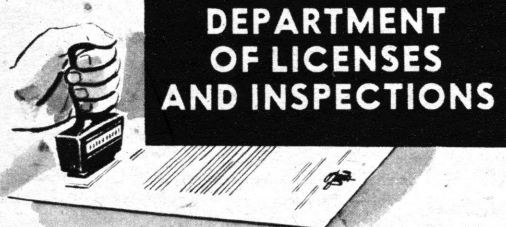
approves works of art to be acquired by the city and is responsible for their preservation.

During 1952 the department placed in operation, for the first time, a car pool providing automobile service for municipal officials and employees on official business, eliminating the individual automobile service maintained regularly by separate departments in the past. The department enlarged motor shop facilities to include repair units, expediting the city's vehicular repair service.

The elevators in City Hall and City Hall Annex were rehabilitated and identifying lights on all Police and Fire alarm boxes were installed. The Fire alarm and Police signal systems were extended to newly developed areas of the city.

Work was completed on a number of contracts for the Market Street Subway Extension. All work on the Locust Street Subway, with the exception of installing electrical cable, was completed.

Throughout the year savings were effected by the department's performance of services which formerly were given out to contractors. For example, cornice work on the northeast corner of City Hall, which cost \$12,000 when previously done under contract, cost the city only \$700 under the new system.



WALTER S. PYTKO, Commissioner

If you want a license to build a house or own a dog, or to put up a canopy over the door of your store, see the Department of Licenses and Inspections.

Under the new Home Rule Charter, the issuance of virtually all licenses, no matter what the purpose, is handled by this new department. As a result, you need make only one stop to obtain most of the licenses issued by the City of Philadelphia. In fact, about the only license the department does not issue is a marriage license.

The department also examines and approves construction plans to assure that they conform to building, plumbing, housing, zoning and fire codes, and sends its inspectors out in the field to make sure that the actual work follows the plans and codes.

In addition to the convenience resulting from consolidation of the license-issuing function, a very substantial economy was effected. The department has reduced license issuance personnel from more than 45 to 29.

Among the projects started in 1952 was a drive to inspect and license all tenement houses to make sure that their owners live up to minimum standards required for the occupants' health and safety. An inspection of conditions in outlying sections of the City led to correction of a situation in which seepage from cesspools was draining over the surface and finding its way into the basements of homes, many of them constructed in recent years.

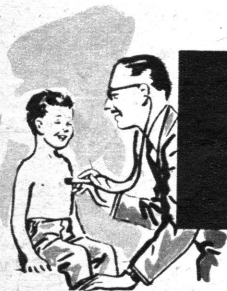
Under this department too comes the "Battle of the Pigeons." Launching a drive late in the year, the department trapped more than 3000 pigeons in the City Hall area.

During the year the Building Inspection Bureau issued 8550 permits on which \$181,591 in fees was collected, the largest fee collection in this field since the building peak of 1925. The Zoning Section, which covers zoning permit issuance and appeals to the Board of Adjustment, issued 26,309 original and use permits after the payment of \$106,476 in fees.

The department's Streets and Signs Section issued 36,246 permits last year, adding a total of \$257,520 to the city treasury. The plumbing section issued 19,152 permits and collected \$56,538 as a result, while the water-sewer section accepted 7338 applications for permits and \$153,312 in fees.

All told, the License Division issued licenses to 138,029 applicants from businesses requiring licenses. The total fees for these privileges amounted to \$959,474. It is anticipated that in 1953, because of the mercantile license tax, the department will issue 210,000 unit licenses.

A total of 234 full time employees were needed to operate the Department of Licenses and Inspections during 1952. They collected a total of \$1,791,798 in fees.



DEPARTMENT OF PUBLIC HEALTH

DR. NORMAN R. INGRAHAM, Acting Commissioner

The Department of Public Health underwent extensive reorganization during 1952 as the first essential step in its program for the improvement and expansion of public health services in Philadelphia.

During the reorganization process, however, the department achieved significant advances in its services. In addition, the department's staff and the Board of Health compiled the city's first comprehensive Health Code.

The seven-chapter document was approved by the Board of Health and transmitted to City Council where it will receive continuing review during a series of public hearings. Drawn up after intensive study of local needs, the code will supplant the various health laws — many of them outmoded — now in effect. It extends the jurisdiction of the department into several important areas not previously covered.

Working closely with volunteer groups, the department, through a special 53-member citizens' committee appointed

jointly by the department and the Health and Welfare Council, created a blueprint for combining official and voluntary health work within each of the city's 10 health districts. This established Health Centers as focal points for all types of health efforts in full cooperation with private physicians and hospitals.

During the year the department placed in effect the first generalized public health nursing program in its history. The new program equipped public health nurses to deal with the nursing problems of the whole family and replaced four specialized nursing services. City nurses made more than a quarter of a million home visits during 1952 and staffed approximately 9000 clinic sessions.

Mounting costs of medical care and hospitalization made it even more important for the Health Department to help provide home care of the sick. During the year, the Board of Health ruled that home bedside care was a legitimate function of the department's nursing service. Plans were made to work with the community's voluntary nursing agencies in a cooperative program.

Revision of the Air Pollution Control Ordinance, which authorities described as "weak and ineffectual," was begun and considerable progress in the reduction of air pollution was achieved. Educational and enforcement campaigns in other phases of environmental sanitation resulted in greatly improving curb markets throughout the city.

The year 1952 marked the merger of Philadelphia General Hospital and the Philadelphia Hospital for Contagious Diseases with appointment of a single Board of Trustees for both city-operated institutions. The outmoded Men's Nervous Building at the Blockley Branch of PGH, built in 1834, was vacated, and the new Mills Building for neurological patients was placed in operation. At the hospital's Northern Division (the old Hospital for Contagious Diseases at Front and Luzerne Streets), a new

61-bed maternity unit neared completion.

The department's food section continued its drive against sale and distribution of unfit food products in Philadelphia. Approximately a ton of horsemeat was seized by inspectors and almost 3,000,000 pounds of other food unfit for human consumption was condemned and destroyed.

With the cooperation of the local Medical Society, physicians, hospitals and voluntary health agencies, the department conducted the first "multiple screening" program in Philadelphia. Centering activity in the Manayunk district health center, one thousand apparently healthy adults were screened through a battery of basic health tests to detect the beginnings of chronic disease.

The section on Venereal Disease, concerned by figures showing that almost 25 percent of gonorrhea patients had received previous treatment, began a detailed study of the clinical, laboratory, social and psychological aspects of "repeaters." Assisted by a group of qualified specialists, the study aims at reducing the number of cases in Philadelphia and controlling the repetition of infection.

Other department studies disclosed that two major public health problems in which program developments have been insufficient to meet community needs are in tuberculosis control and mental health. It was pointed out that the bed-care situation was so bad that substantial numbers of patients who should be in hospitals receiving active treatment were at home; wandering the streets; in institutions of the Department of Public Welfare, and even in jails for no other reason than that their illness was a menace to society.

Joint programs were developed by the department with the State Department of Health and Welfare and with the city's Department of Public Welfare in an attempt to relieve this situation as quickly as possible.

DEPARTMENT OF RECORDS



A. ALBERT CHERASHORE, Commissioner

Like many another city agency, the Department of Records quickly discovered that its chief problem in 1952 would be to bring order out of long-existing chaos.

Over the years the individual municipal offices had accumulated vast stores of unnecessary records, and at

the same time had managed to lose or misplace many useful or historically valuable documents. Filing cabinets crammed with useless papers occupied much-needed office space, and records were tucked away in almost every cranny of City Hall and other public buildings.

In the initial house-cleaning of various city departments, some interesting finds were made. The original records of the building of City Hall turned up in a locker in the basement plumbing shop. Less valuable, but perhaps as strangely filed, were the dozen ossified pigeon eggs found among some old School Board records under the eaves of the Hall.

Never before had there been any central agency charged with responsibility for the city's records, and the department's first task was to find out just what type and quantity of records each department had. An inventory, with all departments and agencies cooperating, is answering the question. It also led, in 1952, to the sale of some 225 tons of old records.

All in all, some 146,675 cubic feet of records were inventoried. It was estimated, late in 1952, that the cash receipts for the paper disposed of, plus the space

and filing equipment released for essential uses, represented a saving of \$27,130 for the city.

Haphazard methods of disposal of records in the past resulted in the disappearance of many important documents, including original copies of city charters issued in 1854, 1874, 1885 and 1919. The department assured that copies of the new Charter would be preserved, arranging for the permanent care of four copies.

To guard against the possibility that the weeding out of useless papers might only provide space for the beginning of another accumulation, the department established courses in records administration and filing systems for representatives of all departments. It also, on request, conducted surveys of the systems and facilities in various offices.

The department's Forms Control Division undertook the task of standardizing forms, consolidating purchases and economizing on the type and size of paper. During the year, the Division reviewed and approved close to 700 forms. Estimated savings from this division's operations amounted to about \$24,000.



RECREATION DEPARTMENT

FREDERIC R. MANN, Commissioner

An entirely new concept of municipal recreation service was introduced to Philadelphia in 1952.

For the first time, the program was designed to appeal to the entire community; to all age groups and to the diversified interests of all types of Philadelphians.

It was a radical departure from the old system of providing a baseball field, bat and ball, and considering the job done.

A start was made toward the development of a well-rounded program, encompassing community singing, drama, arts and crafts and kindred activities, as well as athletics. In the designing of new facilities, and the renovation of existing parks, playgrounds and recreation

centers, provisions were made for play for pre-school youngsters, as well as for baseball diamonds. Sections were set aside for horseshoes and shuffleboard, checkers and chess for the oldsters, as well as for basketball.

While much of the department's work was necessarily in the nature of reorganization and preliminary planning, little noticed by the public, there were several outstanding developments. Among them were the leasing of a new site for Camp Happy and the city's operation of Crystal Pool.

The old Camp Happy and its dilapidated buildings in Northeast Philadelphia were closed, and a new location in the Poconos near Stroudsburg was obtained. Here more than 1000 boys and girls, many of whom never had been outside the city before, were provided with a real summer vacation in a woodland setting.

Crystal Pool gave the city its first really modern swimming center, open to all its residents.

Another innovation in the Recreation Department program was its policy of presenting its plans to community groups for their information and criticism. During the year, neighborhood groups held public meetings to discuss preliminary plans for eleven recreation centers, playgrounds and parks. In many cases, their suggestions resulted in changes in the department's original plans.

During the year 23 concerts were given by the Police and Firemen's Band at various playgrounds. Three city-sponsored concerts were presented at Robin Hood Dell, and two were given by the Philadelphia Orchestra, for

children. Christmas carols were sung in City Hall Courtyard by choral groups from various recreation centers, schools and community groups.

The department sponsored the organization of the Greater Philadelphia Drama Association of little theaters to strengthen this activity and endeavor to develop theater groups in areas of the city where none exist at the present time. A children's summer Theater-in-the-Round was organized and operated with assistance from the Junior League of Philadelphia. These performances were given at various playgrounds throughout the city.

Municipal Stadium was the scene of several of the top-ranking sporting events of the year. These included the Army-Navy football game and the Marciano-Walcott Heavyweight Boxing Championship bout.

Experimental recreation programs are under way in the Temple Area redevelopment project — where the program includes the operation of a community center, activities for juveniles, and adult education; at the Water-view Recreation Center — with a daily program for older people; at Riverview — with an entertainment program for the inhabitants; and the Youth Study Center — where a recreation worker has been assigned to plan activities for the young people at the institution.

The creation of the Department of Recreation, in accordance with the provisions of the Home Rule Charter, necessitated a complete reorganization of what was formerly the Bureau of Recreation in the Department of Welfare.

Financial "CONTROL CENTER"

Guides City in Money Matters

A CITY's ability to provide the service its citizens demand is determined in large measure by its financial structure.

Any detailed examination of the complex financial procedures demanded for efficient management of a "business" as large as Philadelphia's municipal government is far beyond the scope of this brief review. The basic principles and a few of the specific steps taken toward improvement in 1952, however, may be outlined.

Establishment of a sound financial policy was one of the major objectives of the framers of the Charter. To this end, they provided for centralized control of financial, budget and accounting matters, setting up certain specific requirements to be met.

Under the former system, many separate offices conducted financial transactions, and there was no comprehensive or integrated program of fiscal management. The Charter places primary responsibility upon the Director of Finance, who also supervises the operations of the Procurement Department and the Collections Department, thus controlling and coordinating virtually all of the city's financial activity.

OFFICE OF THE DIRECTOR OF FINANCE

LENNOX L. MOAK, Director

To place the Charter provisions—both implicit and implied—into effect, changes in both policy and procedure were required. Initial efforts were directed at modernizing and mechanizing Philadelphia's "quill pen and lamplight" accounting system.

Manual record-keeping, which for years had occupied the time of a small army of employes and produced an appalling number of mistakes, was abandoned wherever possible. Electronic calculators and computers and electric tabulating machines took over the laborious mathematical computations and the transcribing of figures. The coordination of fiscal activities under a central authority made it possible to use the newly-acquired machines for a wide variety of purposes without negotiations between different departments.

Even more important than this mechanical streamlining, however, was the institution of new policies and systems. A central accounting system permitting a quick, accurate determination of the city's financial position at any time was developed during the year, and placed in effect January 1, 1953. It is expected to provide citizens as well as city officials with periodic reports on the current fiscal condition of Philadelphia, speed payment of city bills and eliminate the log-jam of accounts at the close of each year.

Allotment systems were devised to insure that each department lives within its budget and that the overall budget stays within current estimates of revenue. First-year benefits of the tightened financial controls were indicated by the fact the city managed to balance its operating budget for 1952, in the face of apparent heavy deficits at the beginning of the year.

In preparing the 1953 budget, an entirely new procedure was established, requiring the various departments to present their requests in uniform manner, and to justify each item. As presented to Council, after a thorough scrutiny by the Finance Director, and approval by the Mayor, the budget requests of each department were supported by detailed explanations of the purpose and necessity for each expenditure.

Comparison of the 1953 budget with its 1952 counterpart is virtually impossible, due to the changes in the financial framework—such as the establishment of the Water Department on a self-supporting basis—and the shifts in the administrative organization required by the Charter. In brief, the new budget called for the expenditure of some \$33,743,948 more than in 1952. City Council, after extensive hearings, chopped approximately \$9,000,000 from this figure.

With respect to the financing of capital improvements, a major policy decision was made to keep debt service costs within 20 percent of the total operating budget, through careful planning of capital expenditure authorizations. The sale of bonds was geared carefully to the demands for cash in order to avoid unnecessary interest charges.

The year 1952 also saw Philadelphia take the first—and most difficult—step toward financing capital improvements out of current revenue. The policy was established, and during 1953 a small but significant portion (five percent) of the improvement program will be paid for by current taxes, thus reducing interest charges.

The importance of this policy and the desirability of extending its application in the future are indicated by the fact that if \$5,000,000 worth of improvements are financed from current funds

the cost, obviously, is \$5,000,000. If the same projects are paid for by a long term bond issue, however, they will cost in the neighborhood of \$8,000,000 as a result of interest charges on the bonds.

In line with the program of keeping interest charges to the lowest possible level, the city called in \$11,809,600 in bonds with interest rates of five percent, and issued in their place \$7,700,000 in bonds with an interest rate of 2.06 percent.

DEPARTMENT OF COLLECTIONS

George S. Forde, Commissioner of Revenue

A complete overhauling of the city's tax collecting machinery was accomplished during 1952 by the Department of Collections, successor to the Office of the Receiver of Taxes.

The sprawling, unwieldy organization of some 24 different groups was consolidated into three compact bureaus; outmoded methods were replaced with modern systems and machines, and the number of employes was reduced from 694 to 594 despite the fact that many new functions were transferred to the department.

It was a gigantic task, complicated by the accumulation of errors over past years. Over 60,000 corrections were made in the real estate tax files and a similar number of mistakes were discovered in the water accounts.

Enforcement methods with respect to delinquent taxes were tightened, resulting in improved collections; accounting procedures were mechanized wherever possible, and the expensive branch office collection system was abolished.

Among other basic steps taken to increase the city's income was an inventory of every piece of delinquent real estate in the city and a program to slash the number of these accounts to the irreducible minimum. Separate audit programs were instituted to collect delinquent wage and income taxes, resulting in a 35 percent increase in the amount realized from this source.

PROCUREMENT DEPARTMENT

Charles H. Frazier, Commissioner

Replacing the old Department of Supplies and Purchases, the Procurement Department has shouldered the responsibility of buying for the County departments and other offices, including the Fairmount Park Commission, which formerly purchased independently.

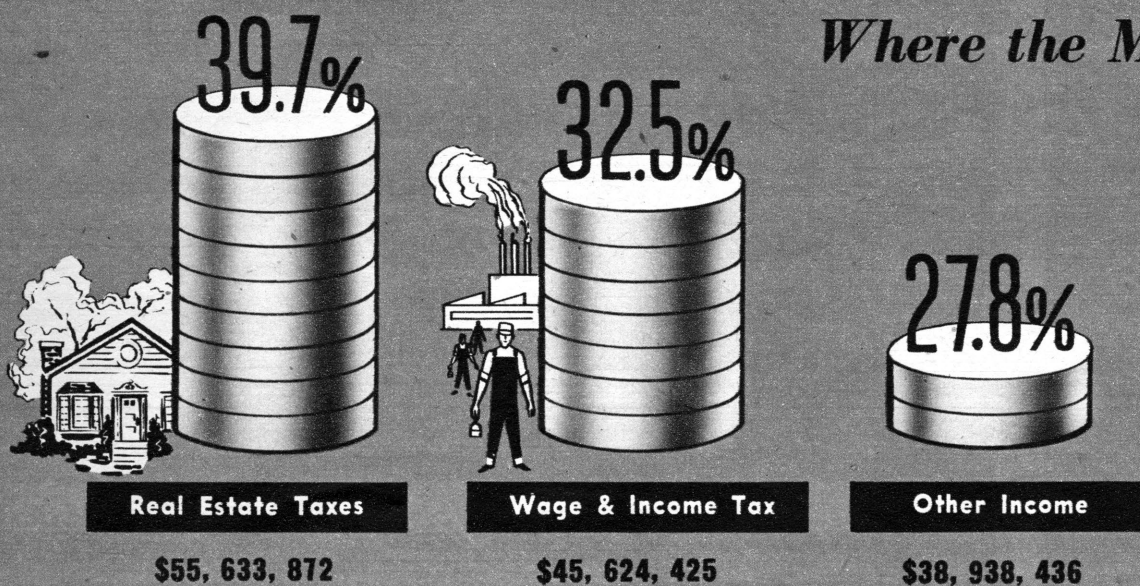
In addition to supply contracts, the department took over the task of letting all contracts for public works, services, and concessions, the procurement of bonds and insurance needed to protect the city. Thus, virtually all purchases came under the scrutiny and control of a central agency, with resulting benefits through standardization and consolidation of purchases.

Initial steps were taken toward the integration of the city's various printing facilities so that many of the necessary municipal publications can be produced by the city itself. Major projects on which progress has been made are the establishment of property records, a central stores system, and a testing laboratory.

The department also is responsible for assuring that the city gets top dollar when it disposes of material or equipment which is no longer needed. Sales of such items, ranging from waste paper to a 1,769-ton ice breaker, brought in \$170,000 during 1952.

"BALANCE SHEET" FOR 1952;

Where the Money Came From . . .



City revenues for the 1952 General Fund totaled \$140,196,733, drawn in great part from the real estate tax and the city wage tax. Other sources of income ranged from \$1,665,400 from the liquor tax to \$9,049,710 from Water Rents, and included such items as rentals received from the Philadelphia Gas Works and Philadelphia Transportation Company, the amusement tax, fines and fees. The city's 1952 financial resources also included a \$1,946,098 surplus from 1951. Sewer rents totalling \$6,601,976 were kept in a separate fund.

How the City Spent It . . .

Total expenditures for 1952 were \$141,533,487, divided among departments and agencies as indicated below. The sum of \$150,000 was set aside for necessary retroactive pay adjustments applicable to 1952, leaving a net surplus of \$459,344 at the end of the year.

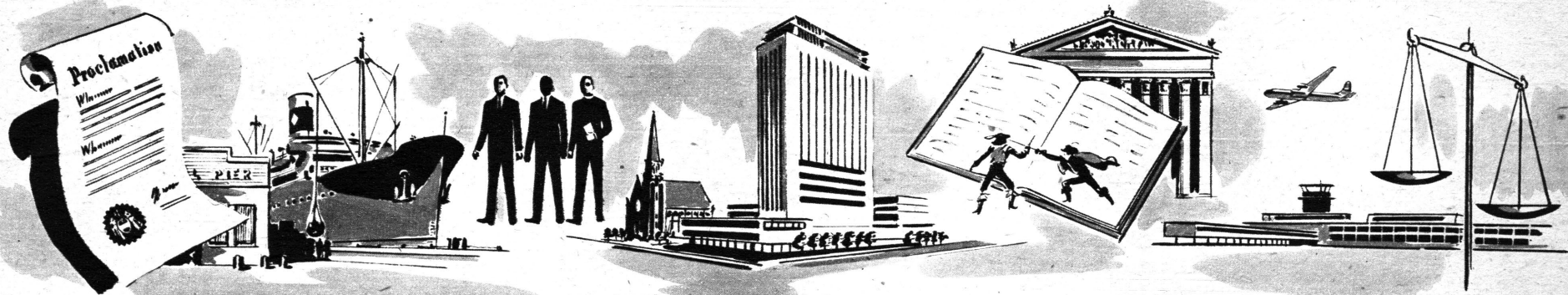
Two items stand out sharply in even the most cursory examination of the city's income and expenditures for 1952 as outlined here. First, the city had only two major sources of revenue—real estate and wage taxes. Second, the Sinking Fund appropriation for payments on past borrowings is the largest single item in the list of expenditures. The city spent more to pay off its debt than it did for public health and fire protection, combined.

Efforts to alleviate both situations were begun in 1952. A mercantile license tax was enacted to broaden the tax base, and a policy of limiting borrowing to keep debt charges within 20 percent of current income was instituted.

Total 1952 General Fund Revenue .	\$140,196,733
Surplus, January 1, 1952 . . .	1,946,098
Total 1952 Expenditures and Encumbrances	\$142,142,831
Net Surplus, 1952	\$ 459,344

DEPARTMENT	PERCENT	AMOUNT
Sinking Fund Commission	17.35	\$24,574,688
Police Department	15.05	21,297,652
Department of Streets	13.52	19,129,117
Fire Department	9.29	13,146,648
City Commissioners (Courts, Elections)	8.57	12,130,659
Health Department	7.74	10,953,677
Department of Public Property	4.48	6,342,463
Water Department	4.06	5,746,257
Fairmount Park Commission	3.31	4,679,055
Department of Public Welfare	2.33	3,300,107
Department of Commerce	1.46	2,066,883
Free Library	1.33	1,886,929
Recreation Department	1.30	1,836,398
Department of Collections	1.21	1,715,420
County Prisons	1.15	1,620,693
Procurement	.88	1,242,323
Board of Revision of Taxes	.71	998,466
Municipal Pension Fund	.62	872,021
Law Department	.50	710,697
Department of Licenses and Inspection	.45	635,824

DEPARTMENT	PERCENT	AMOUNT
Registration Commission	.43	\$611,409
Sheriff	.40	571,669
Council	.38	538,047
Director of Finance	.36	507,949
Treasurer	.33	470,225
Clerk of Quarter Sessions	.33	469,730
Prothonotary	.33	460,854
City Planning Commission	.32	451,237
District Attorney	.30	421,425
Recorder of Deeds	.29	414,882
Personnel Director	.24	343,280
Mayor's Office (Incl. Civil Defense)	.21	307,494
Controller	.17	235,967
Register of Wills	.16	220,761
Coroner	.12	166,957
Redevelopment Authority	.10	139,119
Commission on Human Relations	.07	103,134
Managing Director	.06	85,675
Department of Records	.06	84,364
City Housing Rent Commission	.02	25,332
Civil Service Commission	.01	18,000



Informing the Citizen and Promoting his Economic Welfare

OFFICE OF THE CITY REPRESENTATIVE AND DIRECTOR OF COMMERCE

Walter M. Phillips, Director

Among the new positions created by the Charter's realignment of municipal functions were the jobs of City Representative and Director of Commerce. By providing that these two posts should be held by one man, the Charter introduced a new concept into American municipal government.

Combination of the two positions is based on the realization that many of their duties are closely related. The Director of Commerce, for instance, is responsible for the promotion and development of the city's commerce and industry; the City Representative's task of publicizing the city's accomplishments is directed at the same objective.

In addition, the department manages the city's airport, port and Commercial Museum and Convention Hall, representing a plant of approximately \$100,000,000. The City Representative, also represents Philadelphia at public ceremonies, civic gatherings and business functions; assists these groups in their programs for the economic and social welfare of the community, and keeps the citizens informed of the city government's plans, problems and progress.

This office arranged 411 ceremonial and speaking engagements of which the City Representative participated in 125 and Mayor Joseph S. Clark, Jr., in 77. The remaining 209 were filled by other members of the Administration.

The many ceremonies, including official greetings to visiting dignitaries, conventions and various local groups, dovetail with the effort to attract large conventions from throughout the United States to Convention Hall. The promotional functions likewise play an important role in building the reputation of the City's port and airport, both of which are gateways to the City and have a vital effect on the impressions of Philadelphia gained by visitors.

During 1952 positive steps were taken to improve air service to and from Philadelphia. The appointment of a special expeditor for improved air service has helped to bring about the addition of several important domestic flights and restoration of a weekly international flight with the definite scheduling of five more trans-Atlantic flights per week to be instituted in the spring of 1953.

All "military contract flights" from Newark Airport were transferred to North Philadelphia Airport. These flights are those in which civilian contract carriers transport military personnel.

Income at both airports increased \$57,000 for the year. A total of \$467,000 was received for 1952 compared with \$410,000 in 1951. Freight handled at International Airport for 1952 was 18,500,000 pounds as against 13,602,000 for 1951. At North Philadelphia Airport 11,488,926 pounds was handled last year as compared to 15,406,462 in 1951.

At North Philadelphia 55,000 passengers, all on non-scheduled flights, were handled in 1952 as

compared to 311 the previous year. There were 635,000 passengers on scheduled and non-scheduled flights at International Airport in 1952 as compared to 519,000 in 1951.

The department, in cooperation with the Mayor's office, helped to head the non-partisan drive for passage of the Delaware River Port Authority compact, which will have a far reaching effect on the development of the Port of Philadelphia. The Director of Commerce was appointed by Governor Fine to serve as a board member of the newly created Delaware River Port Authority.

Income from city-owned piers increased by 50 percent over the previous year as the result of rentals at Pier 80 and increased dredging operations. The income for 1952 was \$883,000 as compared to \$588,799 the previous year. Plans also were made for the joining of Piers 38 and 40 into one of the largest and most modern docking facilities on the East Coast.

A new large meeting room was created at Commercial Museum which will accommodate a group of 1800 or two groups of 900. Plans were begun, spearheaded by new leadership in the Board of Trade and Conventions, which envision the transformation of Commercial Museum into a center for the cultural and economic life of the city.

During 1952, the Bureau of Public Information and Service developed a broad program of relationships with the newspapers, radio and television stations and aided in establishing liaison with civic and community groups. It has assisted in the establishment of such radio and television programs as "Report to the People," "Tell It to the Mayor," and "Public Servants Number One."

The work of the bureau in the field of governmental public relations was instrumental in bringing to the City of Philadelphia the Silver Anvil Award of the American Public Relations Association for the most outstanding program in its field in the Nation for 1952.

Counsellors to the City Government

LAW DEPARTMENT

Abraham L. Freedman, City Solicitor

Adoption of the Home Rule Charter pyramided the city's legal problems, already numerous and complex enough to try the capacity of the Philadelphia lawyers comprising the staff of the Law Department.

Inevitably, there were questions as to the interpretation of the Home Rule Act which granted home rule to the city, and as to the exact meaning of certain provisions of the Charter itself. Some were resolved by opinions from the Law Department, others were fought through the courts to the highest State tribunal.

The department is responsible for giving legal advice and services to every department, board and commission of the city in its official business. It conducts all city litigation; handles the collection of city claims and accounts and is responsible for reviewing all regulations issued by city departments. In addition this department prepares or supervises the preparation of all city contracts, conveyances and other legal documents.

The most important litigation handled by the Law Department in 1952 was the combination of nine cases which resulted in the Supreme Court

decision holding that all former county offices, with the exception of the Prothonotary and Register of Wills, have been consolidated within the city government and are subject to the provisions of the Home Rule Charter.

These suits were instituted by the Board of Revision of Taxes and the Registration Commission, followed by seven other offices. They constituted a direct challenge to the applicability of the Charter. The Supreme Court's decision represented a victory for those who over many years have been working for consolidation of the City and County governments.

Against the opposition of Pennsylvania, New Jersey, New York, and New York City, the department filed a motion for permission to intervene before the Supreme Court of the United States in the important Delaware River water diversion case. In this case, New York City is attempting to increase its allotment of Delaware River water, which may have far reaching consequences on the operation of Philadelphia's water supply system.

Since early in 1952, the department has contested applications of the Philadelphia Transportation Company for temporary and permanent increases in transit fares. The Superior Court of Pennsylvania, in a decision which will become a

landmark in public utility law, accepted the city's arguments against the basis of the fare increase and set aside the order of the Public Utility Commission, sending the case back for further hearing.

The City of Philadelphia, through the Law Department, opposed application of the Bell Telephone Company of Pennsylvania for state-wide increases in its rates and, in cooperation with the City of Pittsburgh and other interested parties succeeded in cutting the Company's original request of approximately \$33,000,000 down to \$21,227,069.

Working with other officers of the Administration, the department conceived a new mercantile license tax program, the object of which is to spread a fair portion of the cost of municipal government over the business of the city, including corporate business, and at the same time to eliminate some of the inequities which are often attributable to the gross receipts basis of a mercantile tax. This was achieved by providing an alternative method of calculating the tax which made allowance for costs of goods and labor in certain tax categories, an innovation in Pennsylvania municipal taxation.

An important step in internal reorganization of the Law Department was taken during the year when its reorganization plan was approved by the Administrative Board. This plan provides for the consolidation of many of the old bureaus within the department along the lines of functional responsibility.

A REAL MERIT SYSTEM

for all Philadelphians

CIVIL SERVICE COMMISSION

Sidney B. Dexter, Chairman

One of the key objectives of the Home Rule Charter and the new administration—establishment of a real merit system for the selection and advancement of city employees—is the primary responsibility of the Civil Service Commission.

Formerly chosen by City Council, the three Commissioners are now selected by the Mayor from a list of candidates submitted by the Civil Service Panel. This panel, by Charter requirement, consists of the president of the University of Pennsylvania, the president of Temple University, the president of the Philadelphia Fellowship Commission, the chairman of the board of trustees of the Bureau of Municipal Research, the president of the Philadelphia Chamber of Commerce, the business manager of the Central Labor Union (AFL), and the president of the Philadelphia Industrial Union Council (CIO).

Shippen Lewis, Jr., E. Luther Cunningham and Sidney B. Dexter were the commissioners named by Mayor Clark to lay the foundation of a personnel system which would provide the city with competent employees, adequately paid and independent of political pressure. Lewis, the first chairman, was instrumental in starting the Commission on the road to these objectives. He devoted long hours to the task during the hectic early days of the new commission. His work was cut short and the city lost a valued civil servant when he died suddenly on May 16, 1952.

Dexter was named to succeed Lewis as chairman, and Leon I. Mesirov was selected to fill the vacancy on the Commission.

The Commission's first task, and one which continued throughout the year, was the development of a Personnel Department staffed with competent technicians. In building the new department, a temporary Personnel Director and a personnel consultant were employed and emergency civil service regulations were established while a nationwide recruiting program for professional personnel was held.

One of the most dramatic and far-reaching acts of the Commission was the cancellation of all existing eligible lists. This step was taken February 5, 1952, after investigations and spot checks disclosed indisputable evidence of fraud in the compilation of many of the old rosters. Cancellation of the lists added new burdens to the Commission and the Personnel Department, but it assured new job applicants a fair chance for selection, and put promotions on a merit basis.

Preparation of the classification and pay plans by the Personnel Department was supervised by the Commission, and the new plans were adopted on December 30, 1952. The numerous day-to-day problems of establishing and administering a modern merit system called for an unprecedented number—approximately 95—of Commission meetings.

As the appellate court to which employees may appeal dismissals, demotions or suspensions, the Commission reviewed and acted upon 189 cases.

In the exercise of this important function, the Commission quickly established the principle that its aim is to obtain all possible information bearing on the case. It refused to be bound by strict legal rules of evidence which might have operated to create an injustice.

While guarding the rights of the individual employee, the Commission promptly made it clear that it recognized its responsibility to assure that the citizens of Philadelphia receive an honest return for the salaries they pay to the city workers.

And the Commission proved it could temper justice with humor. Shippen Lewis, in his last decision, explained why the Commission upheld the appeal of two firemen who had been disciplined as a result of a collision between a Rescue Squad vehicle and a fire engine.

"In a perfect world (if there were any fires there), Jones would have kept at least 150 feet

behind the pumper at all times; would have scouted Large St. from the corner of his left eye without ceasing to watch the rear of the pumper; would have remembered the hydrant near the corner of the two streets, and would have anticipated the pumper's sudden stop," Lewis wrote. "But, in the imperfect world in which we live, with fires and fallible firemen, we do not see how we can charge Jones with misconduct under these circumstances."

PERSONNEL DEPARTMENT

Frank J. Escobedo, Director

To the Personnel Department fell the unenviable task of developing the machinery for an entirely new personnel system.

Inheriting a staff which included one classification technician, the department was required by the Charter to develop a classification plan and pay scales for the city's 22,000 employees. Without a single examination technician as of Jan. 7, 1952, the department was expected to prepare and administer qualifying examinations to approximately 4000 employees.

During the year, the department built up a professional staff capable of carrying out these and other responsibilities. With the assistance of the Public Administration Service, of Chicago, the city's jobs were placed in approximately 700 classifications and pay rates were established.

Adoption of the classification and pay plans by the Civil Service Commission at year's end not only met the Charter deadline but also marked an end to the old hodge-podge of job titles and pay scales, with its inevitable inequities.

For the first time in many years, Philadelphia's municipal employees were assured of equal pay for equal work, and such job titles as "Mouse Man" and "Inspector of Unused Subways" disappeared from the rolls.

In the qualifying examination program, close to 400 separate examinations were prepared and given during the year, covering approximately 98 percent of the eligible employees.

This task was complicated by the necessity of determining the actual duties and responsibilities of the employees, as titles and salaries often had little relation to the work performed. In addition, the concurrent reorganization of city departments under the Charter posed new problems.

During 1952 a start was made toward providing eligible lists for the various classes of work in the municipal service. Sixty-nine open competitive examinations and 15 promotional examinations, involving 12,156 candidates were held. Continuous testing of candidates on a daily basis was begun for certain types of work, a program which will be expanded as rapidly as possible.

The Personnel Director, under the Charter, is responsible for the over-all personnel program, including labor relations and all matters relating to classification and pay. An experienced labor relations consultant was appointed in 1952 to negotiate with the employe organizations representing city workers.

As the year ended, a new contract was signed between the city and District Council 33, State, County and Municipal Workers Union (AFL), covering approximately 10,000 employees.

Union officials noted that "the new contract has been agreed upon in a spirit of cooperation not always present heretofore."

A Personnel Officers' Council, composed of personnel officers of the various departments and agencies, was established to serve as a medium for two-way exchange of information on personnel matters.

COMMISSION ON HUMAN RELATIONS

Robert J. Callaghan, Chairman

Philadelphia won national recognition in 1952 for its forthright approach to problems of prejudice and discrimination. It became the first city to incorporate into its fundamental law an official municipal agency charged with improving human relations.

Created by the Home Rule Charter, the Commission on Human Relations is responsible for administering the Fair Employment Practice Ordinance and all other statutes prohibiting discrimination because of race, religion or national origin. In 1952, the Commission investigated and adjusted 191 complaints alleging unlawful employment discrimination. At no time was it necessary for the Commission to invoke the punitive clauses of the law. Successful adjustment of numerous cases resulted in the employment of "minority" workers for the first time in the history of many companies.

The Commission also worked on forty incidents of racial or religious tensions. It has demonstrated that through friendly negotiation situations frequently can be adjusted so as to benefit the individual involved and the community.

The Commission has employed all available means of publicity and education to reduce prejudice and discrimination. It has emphasized and re-emphasized that it recognizes the fact it has as much responsibility to protect the rights of those against whom charges of discrimination have been made as it has to protect the complainant.

The Commission has nine members, who are appointed by the Mayor and serve without pay. It has a paid staff of 15 persons.



Women crossing guards, another innovation on the Philadelphia scene in 1952, were recruited by the Personnel Dept. to release policemen for other duties.

"Photo by Sam Nocella"

The District Attorney and Other Court Offices

THE DISTRICT ATTORNEY'S OFFICE

Richardson Dilworth, *District Attorney*

The District Attorney's Office prosecutes criminal offenses in Philadelphia from the initial hearing before a magistrate through indictment and on to final trial.

In addition to this function, the office handles appeals in criminal cases and cases which come before the Domestic Relations and Juvenile Divisions of the Municipal Court. The District Attorney also is empowered to conduct special investigations.

In 1952, the newly-elected District Attorney started his four-year term by completely reorganizing the office and reducing the permanent staff from 107 to 83. This move resulted in a saving of \$53,000 in salaries, of which \$43,000 was spent in modernizing the dim and dusty quarters in City Hall. The remaining \$10,000 was turned back to the city treasury.

The year was marked by an aggressive effort to rid the city of rackets. The newly-formed Racket Squad investigated and broke up the towing car racket and the equally vicious installment sale fraud rackets. Two of the city's most prominent numbers barons, who had long escaped any penalty for their illegal activities, were not only arrested, but were tried, convicted and are now in prison.

The District Attorney's office also devoted considerable time and effort to laying the foundations for the establishment of a "family court" to handle on a community basis all crimes arising out of the family relationship.

RECORDER OF DEEDS

Marshall L. Shepard, *Recorder*

At a casual glance the work of the Recorder of Deeds seems prosaic indeed, dealing, as it does, with dry-as-dust legal papers. But these records contain, within the framework of their legal phraseology, a vital history of the city's growth.

In the voluminous files of the Recorder's office, for instance, is the original record of the infamous "Walking Purchase" transaction by which William Penn's sons added to their land-holdings at the expense of the trusting Indians. The crumbling and tattered document, almost ruined by

neglect and careless handling in past years, was rescued and preserved for posterity during 1952.

The office keeps a permanent record by photocopy and microfilm of deeds, mortgages, assignments, decrees, charters, letters of attorney, agreements, military discharges and other important legal documents. It collects taxes and fees both for the city and for the state and has been charged with the application of the State tax on real estate transfers which went into effect on February 1, 1952.

During the past year this office has photographed on 1,220 reels of negative microfilm valuable land records of the city which otherwise might have become unreadable in a few more years.

The microfilming activity doubled that of the two preceding years. The film, an almost imperishable record, is deposited in safe and secure storage vaults.

Despite tremendous pressure of business occasioned by the state tax on realty transfers, and a similar city tax scheduled to go into effect in 1953 a total of \$57,169.59 was saved in salary expenditures as compared with 1951.

During the year a total of 104,097 legal papers were recorded, and the department collected fees totalling \$609,467.05, of which \$556,230.05 accrued to the city, the remainder to the state.

REGISTER OF WILLS

Joseph D. Burke, *Register*

Chief functions of the Office of the Register of Wills are the probating of wills and the grant of Letters Testamentary and Letters of Administration; hearing of will contests and disputes arising with regard to the grant of Letters of Administration; allowance of debts and deductions in connection with the appraisal of estates for inheritance tax purposes. The Register also is Clerk of the Orphans' Court, which includes among its functions the granting of marriage licenses.

The main office was renovated during 1952 to provide better service to its clients. The old counter at which citizens were required to stand has been replaced by desks where attorneys and their clients are seated when they come in to probate a will or transact other business with the office.

THE PROTHONOTARY'S OFFICE

Meredith L. Hanna, *Prothonotary*

The dictionary explains that a prothonotary (if you're in doubt as to the meaning of the word) is the "register or chief clerk of a court in certain states of the United States."

In Philadelphia, where the office goes back beyond 1685, the prothonotary is chief clerk of the courts of Common Pleas, and of the civil division of the Municipal Court. This means performing such chores as signing and affixing seals to all writs and processes—taking bail in civil actions in the various courts—entering judgments on behalf of plaintiffs—signing all judgments—acknowledging the satisfaction of judgments—and administering oaths in conducting the business of the courts.

During 1952 the 111 employees of the prothonotary's office filed a total of 349,015 legal papers for the Common Pleas Courts and the Municipal Courts and issued 31,765 legal certificates.

OFFICE OF THE SHERIFF

William M. Lennox, *Sheriff*

The Sheriff is the chief law enforcement arm of the Courts. The activities of the office include the service of court warrants and writs in civil, criminal and domestic suits; the execution of judgments against real and personal property and the ensuing property sales; the drawing and summoning of jurors, and the care and transportation of prisoners in custody of the Courts.

A reduction in personnel from 181 to 149 in the Sheriff's office during 1952 resulted in a saving of \$69,239.55 to the City of Philadelphia.

CLERK, QUARTER SESSIONS COURT

Joseph A. Scanlon, *Clerk*

The Clerk of the Quarter Sessions Court performed, in 1952, his usual functions of providing court clerks and assistance for all Criminal Courts, and acting as the custodian of all court records.

The work includes taking bail and collecting fines, costs, fees and forfeited bail. The Quarter Sessions Clerk also manages the collection and disbursement of funds from Domestic Relations support orders.

It deals with the judicial branch of the government, and in 1952 did not come under the Philadelphia Home Rule Charter.

THE FREE LIBRARY

Brings its Treasures to the Public



The "Bookmobile" of the Free Library of Philadelphia, crowded with schoolchildren in the pictures at the left, is one of the methods the Library uses to bring its reference material, literature and other services to the public. In addition to the Central Library on Logan Square, there are 42 branch libraries and more than 200 small agencies located in hospitals, fire stations, prisons and schools. In 1952, the Library established the "Bookmobile" service; made it possible for anyone to obtain a library card upon proper identification; provided \$47,000 worth of additional reference books for branch libraries, and held a series of concerts at the Central Library.

PHILADELPHIA CIVIL DEFENSE COUNCIL

Maj. Gen. Norman D. Cota, Executive Director

Three city-wide air drills were held in 1952 as part of the Civil Defense Council's continuous effort to keep the citizens of Philadelphia prepared for any possible hostile attack. In addition, the four observation posts of the Ground Observer Corps were activated on full-time duty, and a main control center, an alternate control center and a mobile control center were equipped.

Among a score of other accomplishments by the Council this year were the erection of 1000 more signs indicating Civil Defense Emergency Routes; designation of 35 schools for use as mass care centers, and 56 schools for use as improvised hospitals in an emergency.

The vast engineering survey of 6000 center-city buildings to determine their suitability as air-raid shelters was more than half finished. Additional air raid warning sirens were installed throughout the city.

Educational and training programs were conducted for civilian defense workers, reserve policemen, reserve firemen and communications volunteers. An "Alert America" exhibition was held at the Convention Hall.



Lessons in survival were taught at the "Alert America" exhibit in Convention Hall, sponsored by the Civil Defense Council.

Report from:

PHILADELPHIA HOUSING AUTHORITY

P. Blair Lee, Chairman

The Philadelphia Housing Authority during 1952 completed the 77-home development at 56th and Arch Streets, the first low-rent development to be completed under its six-year program of 10,000 homes.

Construction began on two new developments, one with 746 homes at 25th Street and Snyder Avenue, the other with 226 homes at 10th and Norris Streets. Steady progress continued on a third project, with 1122 homes, at 25th and Diamond Streets.

Five additional housing developments, containing a total of 1657 homes, were approved and site plans for their construction were prepared. During 1952, also, eleven acres of slum land were reclaimed.

The Authority, an independent corporation, has as its primary objective the provision of suitable low-rent homes for families now living under sub-standard conditions. It houses families without discrimination or segregation because of race, creed or national origin.

In addition, the Authority manages and maintains Federally-owned temporary and permanent war housing developments, and manages city-owned veterans' temporary housing. During the year, housing was provided for 1956 families in vacancies occurring among the 9572 dwellings owned or managed by the Authority.

PHILADELPHIA REDEVELOPMENT AUTHORITY

Francis J. Myers, Chairman

The nation's first redevelopment and slum clearance project since passage of the 1949 Federal Housing Act, was dedicated in Philadelphia on April 9, 1952.

This project, the \$2,433,000 Penn Towne Apartments at 8th Street and Fairmount Avenue, contains 174 housing units. In a block adjoining Penn Towne, the first families were moved into another housing development of rehabilitated structures modernized under the direction of the Neighborhood Guild and the American Friends Service Committee.

Another ambitious undertaking of the Authority got under way during 1952 when contracts were signed with the State for the pumping of five million cubic yards of silt into the Eastwick

marshlands. This contract is the first step toward redeveloping the Eastwick area as a new "city within a city."

The Authority is charged with the redevelopment of blighted areas designated by the City Planning Commission. Its chief goal is the provision of housing for medium-income families.

REGISTRATION COMMISSION

Charles W. Sweeney, Chairman

"Vote as you please, but please vote" is the slogan of the Registration Commission, which arranges for voters' registration twice each year.

In 1952, a total of 234,380 new voters were registered, including 16,849 who were added to the election rolls at special booths set up in department stores. This brought the total of eligible voters to a record-shattering 1,096,345.

In an additional effort to get out the vote, 90 traveling registrars were engaged. These, along with the full-time workers, registered the astonishing total of 8,451 persons on one day, last September 10th. Purging the registration lists of those who have died or moved away is another full-time task of the Commission. Last year 92,812 persons were removed from the active files.

Aiding Fiscal Management

OFFICE OF THE CITY CONTROLLER

Stephen E. McLoughlin, Jr., Chairman

Complete audits of every department, board and commission in the city government were conducted in 1952 for the first time in the history of Philadelphia. This broadening of the audit function, required by the new Charter, is designed to assure greater efficiency in the expenditure of tax funds.

The transfer of bookkeeping functions from the Office of the City Controller to the Director of Finance made it possible to raise the audit function to a level comparable with large independent professional audit groups in private business.

As one of the agencies entrusted by the Charter with maintaining tight internal controls upon the City's financial operations, the Office of the Controller prepares recommendations for improvements in the efficiency and economy of operations, submitting them to the Mayor, Council, Department heads and others. Acting as a watchdog of the treasury, he brings all financial activity of the City to the attention of the public.

OFFICE OF THE CITY TREASURER

Francis D. Pastorius, 5th, Treasurer

During the year 1952, the Office of the City Treasurer adopted modern systems and methods of accounting in line with the Charter's provisions for stricter financial controls and more efficient accounting procedures.

Particular attention was given to the rendition of service and the employment of such economy measures as were practical from an operating standpoint. The investment of City funds in excess of current requirement earned \$413,000, an increase over the past few years, and the License Section issued an increased number of hunting and fishing permits, with a resultant rise in income.

The Treasurer is the custodian of City funds and securities held by the City; receives all monies payable to the City; disburses all monies out of the treasury upon proper vouchers; invests City funds in excess of current requirements; issues licenses for fire sales, close-out sales and hunting and fishing.

THE SINKING FUND COMMISSION

Frederic A. Potts, Chairman

The Sinking Fund Commission is among the smallest departments in the city government, but it is entrusted with a big job.

The work starts with the payment of the funded debt of the city, and requires, in addition, that the funds (which are appropriated by the city) are properly invested and protected.

In 1952, a total of \$14,447,000 of matured city debt was paid. The city also met serial maturities amounting to \$7,788,000 and called at optional maturity \$16,487,500 worth of bonds. Thus a

total of \$38,722,500 worth of bonds was retired during the year. Refunding bonds in the amount of \$7,700,000 were issued in connection with bonds called in 1952.

The Commission also sold city bonds totaling \$44,470,000 in connection with the Capital Improvement Program. Interest charges on city debt during 1952 amounted to \$15,271,600, which is \$212,979 less than in the preceding year.

BOARD OF REVISION OF TAXES

William F. Meade, Chairman

The job of valuing and assessing all subjects of taxation, including real and personal property, for taxation purposes, is entrusted to the Board of Revision of Taxes.

The Board made an upward revision of assessments in 1952. More than 300,000 properties were revalued, with a consequent increase of about \$294,655,995 in the city's total assessment value.

It reviews all assessments appealed by taxpayers in the form of petitions for reductions. It sits in its judicial capacity to dispose of such matters on the petition or upon oral hearings. If the taxpayer is not yet satisfied, he may appeal to the Common Pleas Court where the Board's solicitor tries the cases.

In-service training courses for the Board's real estate assessors and assistant Real Estate Assessors were conducted throughout the year in an effort to raise the standards of the professional staff. Swiftly changing values have intensified the need for thoroughly qualified assessors.



PLANNING FOR *Tomorrow*

CAPITAL PROGRAM

In the course of its history, Philadelphia has built bridges without approaches; streets which lead nowhere; subways without beginnings or endings, and at least one without any middle. It has launched public improvement programs of tremendous scope with little consideration for the fact that the projects would require vast sums of money to operate and maintain, as well as to construct.

The visible consequences were traffic jams; barricaded subway entrances; imposing but half-finished buildings, and facilities shut down because of lack of operating revenue. Less obvious but even more serious were the mounting public debt and the extent to which debt service charges cut into current revenues, limiting the city's ability to provide necessary services.

These were the conditions which framers of the Home Rule Charter were determined to correct when they laid down the principles which now govern the city's Capital Improvement Program.

They provided that the City Planning Commission, in consultation with the various city departments and agencies, shall prepare each year a capital budget and a six year capital program. Far more important, the Charter requires that City Council adopt the program (with such deletions as it may see fit) as a general statement of policy.

These provisions constitute a vehicle for sound long-range financial and physical planning. Approval of the program by Council sets up a definite, but flexible, framework within which the Commission can proceed with greater confidence.

It minimizes the danger that a comprehensive plan will be disrupted by approval of one segment, followed by the rejection of another equally vital portion. At the same time, the financial structure for the entire program is outlined in its relation to the city's anticipated income, giving a clear picture of the demands it will make on the taxpayers.

The 1953-1958 Capital Program of Public Improvements is tailored to the city's financial resources. Many desirable but not absolutely essential projects have been deferred in the interest of economy. The original draft of the program called for expenditures of \$460,890,700. This was trimmed to \$388,324,415 after the Mayor and the Director of Finance expressed concern over the financial burden such an expenditure would entail.

The program itself will change the face of the city in many ways. Its most important phases, perhaps, deal with such prosaic functions as sewage treatment, rubbish disposal and the improvement of the city's street system. Features which catch the eye and imagination, however, are plentiful.

There are provisions for a civic auditorium in Fairmount Park, equipped with a retractable roof to make it suitable for all weather use; a swimming center in Hunting Park which would have the facilities necessary for staging Olympic meets; the conversion of two old Delaware River piers into a modern marine terminal; construction of 14 new fire stations and seven police stations; the completion of the Schuylkill Expressway, and the construction of the approach to the new Delaware River crossing in South Philadelphia.

Recreation Department plans include three new Community Recreation Centers; six new swimming pools and major improvements to eight existing recreation centers.

Many of the less obvious improvements will have visible effects, and in some cases will meet long-felt needs of certain sections of the city. Flood relief projects are designed to end the periodic high-water problems which have plagued many areas; sewer construction will permit the development of new housing projects, and new incinerators will reduce air pollution from open dumps.

CITY PLANNING COMMISSION

Edward Hopkinson, Jr., *Chairman*

The City Planning Commission's role in comprehensive planning for Philadelphia's future was strengthened by the new Charter, largely through the provision that City Council adopt a six-year Capital Improvement Program as outlined by the Commission.

Many of its major projects progressed from the drawing board to the construction stage in 1952. Others, already partially built, moved toward completion, and several new plans were launched.

In February, 1952, the Commission unveiled its Penn Center Plan—a proposal for the integrated development of the "Chinese Wall" area as a modern commercial center. Pointing out that razing of the "Wall" offers Philadelphia an opportunity to revitalize the heart of the city, the Commission stimulated interest in the project by public displays of models of the plan and a public hearing on details of the proposal.

Skeptics murmured that the plan was "pretty" but never could be translated into reality. Early in 1953, however, the Commission had the satisfaction of seeing the essential elements of the plan incorporated in the preliminary plans of private developers who are negotiating for the site.

The Independence Mall project also made its mark on downtown Philadelphia during the year. The first block of the Mall, between Chestnut and Market Streets, was cleared of buildings and readied for landscaping and construction.

A network of express highways, designed to meet the city's needs for more and better highways, is on the drawing boards of the Commission. In 1952, several essential links in the system approached the construction stage. Preliminary work began on the northern section of the Schuylkill Expressway, first limited access highway in Philadelphia, which will follow the West bank of the Schuylkill from City Avenue to University Avenue.

As soon as the approximate location of the new Delaware River crossing was determined, the Commission began planning the necessary approach highways to fit into the pattern of expressways—including the proposed Delaware Expressway which would follow the Delaware from Packer Avenue to Bucks County—and to eliminate the possibility of future traffic problems such as those which now plague the Delaware River Bridge.

Cooperating with other city and private agencies, the Commission's staff undertook studies of several aspects of Philadelphia's parking problem. A survey of off-street and on-street parking facilities in the center city was completed, and the findings will be released in 1953. Studies of the possibility of expanding facilities at the terminals of high-speed transit lines also were conducted.

The Commission pointed out that Philadelphia's zoning ordinance needs a thorough overhauling, and recommended that a complete study of the problem be made in 1953. Meanwhile, major additions to the existing laws were proposed.

To assure that the growing trend toward the establishment of outlying shopping centers does not produce new sources of traffic congestion, the Commission developed a "Shopping Center—2" classification for larger centers. It requires that two square feet of off-street parking space be provided for each square foot of floor area within the center. This ordinance was passed by Council and approved by the Mayor.

Another zoning proposal, still before Council at the end of the year, was the "C—1" residential classification, designed to permit the development of a better type of row housing. In C—1 areas, row housing would be limited to ten dwelling units in each group, to produce more open space, and stimulate more imaginative site planning.

The measure aroused considerable controversy, however, with opponents claiming it would serve merely to extend the undesirable features of row housing into areas where this type is now barred.

The Commission works closely with the Redevelopment Authority and the Housing Authority in planning the reconstruction of blighted areas, the development of new sections of the city, and the sites for low-rent housing projects. In carrying out this responsibility, the Commission approved four areas for redevelopment purposes, six low-rent housing sites, and preliminary site plans for two other housing developments.

The Northeast School and Recreation Study Plan, presenting a coordinated system of recreation areas, playgrounds and school sites for Northeast Philadelphia, was completed in 1952, in cooperation with the Board of Education and Department of Recreation. The Delaware Riverfront Land Use Study was launched in July, to determine present and possible uses for riverfront areas.

This supplement was prepared by the Office of the City Representative.

Council IS CITY'S Congress



JAMES A. FINNEGAN
President of City Council

CITY COUNCIL, Philadelphia's "legislature," carried out its responsibilities as re-defined under the new Charter with a vigor the ornate Council chamber in City Hall had rarely witnessed in bygone years.

As elected representatives of the people, the 17 Councilmen discussed and acted upon virtually every facet of municipal activity which affected the public. They held well-publicized open hearings to give Philadelphians an opportunity to express their opinions on pending legislation; they exercised their power to conduct investigations of city departments and agencies, and they subjected the 1953 budget to the most intensive scrutiny any such document had undergone in the city's recent history.

They stood up to be counted when they differed with the Administration, but for the most part there was harmony between the executive and legislative branches of the city government. Some of the differences of opinion which inevitably arose were smoothed out in conference; others were battled out on the floor of the Council Chamber. Only once, however, did the Mayor veto a bill passed by Council—the measure requiring city employes to become residents of Philadelphia within six months after their employment. Council promptly passed the bill over his veto.

LAWMAKERS AT WORK

Of the 475 individual bills passed by Council, many were combined into "omnibus" bills, so that the total number which reached the Mayor's desk was 285. By the end of the year, 277 had been signed by the Mayor and thus became law. One, as noted, was vetoed, and final action had not been taken on the remaining seven.

While many of the ordinances were routine measures, a number of them represented significant progress in the city's quest for better government and physical improvement. Among them were laws authorizing the appointment of the Advisory Commission on City-County Consolidation; creating the Independence Hall Commission; establishing the "Shopping Center—2" Zoning classification; granting consent to the State De-

partment of Highways for construction of the Schuylkill Expressway; setting up regulations for curb markets and the licensing of vendors, and providing for recruiting, organizing and training auxiliary policemen and firemen.

Council also passed several laws meeting specific problems of the city's residents. They exempted Pennypack Woods War Housing Project from some Building Code provisions to permit tenants of the project to purchase it; amended the water rate ordinance to permit refunding of excess payments and penalties; exempted charitable institutions from payment of the amusement tax, and provided appropriations to the Law Department to fight PTC and Bell Telephone applications for fare and rate increases.

In the field of finance, Council authorized use of parking meters for advertising purposes; adopted the 1953 operating and capital budgets, and a Capital Program for 1953-58, and approved the imposition of a three-mill mercantile tax and a one-percent real estate transfer tax, while repealing the documentary stamp tax.

SLENDERIZING EXERCISE

The budget and its accompanying revenue measures provided the most hectic sessions of a hectic year. Council tackled the budget request of the Mayor with the announced intention of "squeezing out every bit of fat." Every department head was called upon to explain each request for funds at lengthy hearings which ran far into the night as the deadline for budget approval approached.

At long last, a weary Council approved a budget from which they had pared approximately \$9,000,000. At the same time, they chose the mercantile tax and the real estate transfer tax as the best means of raising the additional revenue required.

Invoking their power of investigation, they launched an inquiry into the progress of the city's Civil Defense program. The investigating committee made 10 major recommendations for strengthening of the program, including an increased appropriation.

The 1951 Council had allocated \$250,000 for Civil Defense but actually appropriated only \$150,000. In October of 1952, Council appropriated another \$78,000 to help carry out the committee's recommendations.

Another extensive inquiry dealt with the construction and design of the partially completed terminal building at International Airport, and touched on operations at both International and North Philadelphia Airports. The Committee on Commerce, Navigation and Airport Facilities con-

cluded several months of fact-finding with charges of "unsound planning and lack of experience" and "terrific costs and great delays" at International in the past several years.

While hearings were being held, an airport superintendent and two other employes were dismissed for "dereliction of duty." Later, the Department of Commerce dropped its contract with a firm of engineering consultants and brought completion of the terminal building under direct city supervision.

The committee recommended establishment of a separate Department of Aviation, a suggestion that was approximated early in 1953 when a Division of Aviation was set up within the Department of Commerce.

PLAYGROUND PROBE

A probe of the \$17,000,000 playground and recreation center program initiated by the old Bureau of Recreation was started, and immediately turned up indications that the city had not received full value for the money expended. Inquiries into the operations of the Board of Revision of Taxes and the rate-making practices of the Water Department also were authorized.

There were occasions when the only formal action which Council could take was in the nature of a resolution, expressing the consensus of opinion in Council and lending the weight of its influence to the cause. This was the case when Council asked the Civil Service Commission to give special consideration to persons who were on active duty with the armed forces when Civil Service lists bearing their names were cancelled. Council also declared its opposition to the PTC fare increase; requested continuance of Federal Rent Control in Philadelphia to April 30, 1953; opposed the petition of the Pennsylvania Railroad to discontinue passenger service between Philadelphia and Norristown, and approved the plans for approaches to the proposed Delaware River crossing in South Philadelphia.

In addition to re-defining the powers of Council, the Charter changed the composition of the legislative body to assure minority representation and to offset the "localizing" effect of selecting each councilman to represent a specific district.

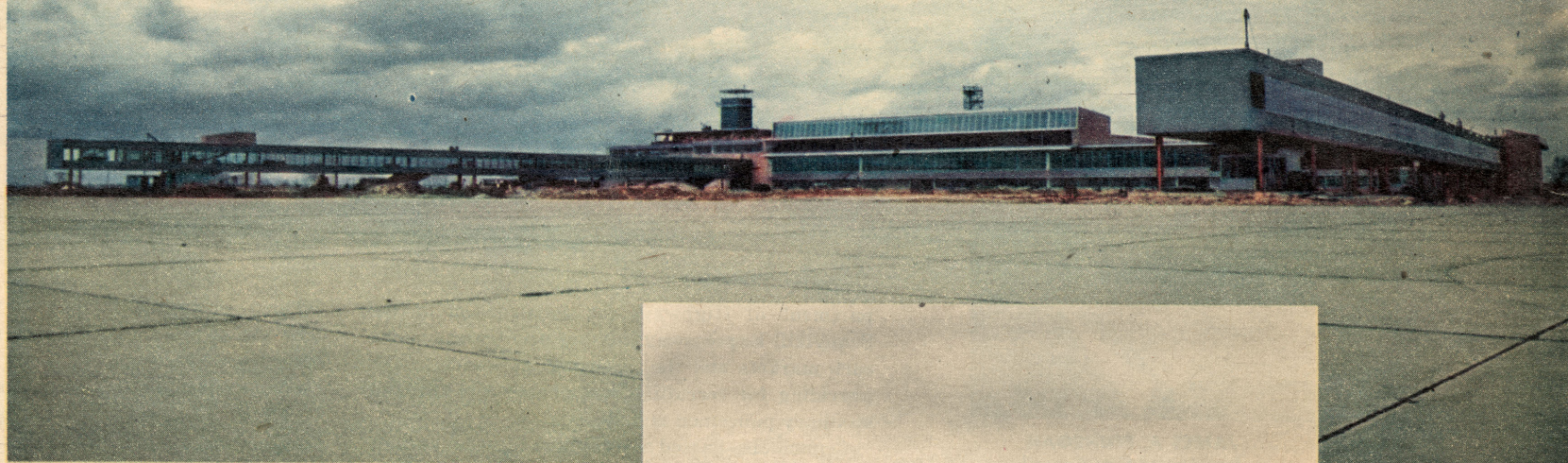
Council formerly was composed of 21 members, representing eight districts. The Charter provides for the election of one district councilman to represent each of ten districts, and seven councilmen-at-large. By limiting each political party to five nominees for councilman-at-large, it assures election of at least two councilmen who are not members of the majority party.

UNDER

NEW CHARTER



Gateways to the Future



Philadelphia's new International Airport Terminal Building (above) shown in advanced construction. The loading fingers at each end provide passenger shelter; the terminal's interior is designed for service, comfort, relaxation and entertainment.



Philadelphia's modern port—second largest in the nation—is located in the heartland of Delaware Valley, hub of America's fastest growing industrial area. Its many piers and unique facilities for rapid handling of bulk and dry cargo serve world commerce and assure economic progress. Shiplside service by three major rail lines and great truck fleets speed imports and exports to their destination.

Philadelphia has accepted the challenge of a great new air age. The new multi-million dollar Airport Terminal Building is planned to serve ever increasing air travel and commerce.

Philadelphia International Airport, one of the safest in the nation, is located within a short driving distance of central city. It provides Philadelphians with an aerial gateway to the world.

